

## Message Text

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ORIGIN OES-06

INFO OCT-01 AF-08 EUR-12 EA-09 IO-13 ISO-00 HEW-06  
SIG-02 FEA-01 AID-05 CEQ-01 CIAE-00 ERDA-07  
COME-00 DODE-00 EB-08 EPA-04 INR-07 L-03 NSF-02  
NSC-05 NSAE-00 PM-04 USIA-15 SS-15 SP-02 INT-05  
PA-02 PRS-01 /144 R

DRAFTED BY OES/ENP/EN:PJGLASOE;EPA:THARRIS;EF  
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EUR/RPE:JPOLANSKY (SUBS)  
EUR/SOV:WVEALE (SUBS)  
CPSC:CCHURCH  
FDA:BHOFFMAN  
EPA:JTHOMPSON  
OES/ENP:LGRANT (SUBS)  
,O/SCT:JTREVITHICK  
EPA:KHARPER (SUBS)

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FM SECSTATE WASHDC  
TO AMEMBASSY BERN  
AMEMBASSY BONN  
AMEMBASSY CANBERRA  
AMEMBASSY THE HAGUE  
AMEMBASSY LONDON  
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AMEMBASSY OTTAWA  
AMEMBASSY PARIS  
AMEMBASSY ROME  
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AMEMBASSY TOKYO  
USMISSION EC BRUSSELS  
USMISSION OECD PARIS  
USMISSION GENEVA  
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INFO USMISSION NATO

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E.O. 11652: NA

TAGS: SENV, XG, KE, CA,

SUBJECT: INTERNATIONAL MEETING ON REGULATION OF CHLORO-  
FLUOROCARBON EMISSIONS -- APRIL 26-28, 1977, WASHINGTON,

D.C.

REFS: (A) STATE 011849, (B) STATE 011850, (C) STATE 012922,  
(D) STATE 38757, (E) STATE 56935

1. FOR ALL ACTION ADDRESSEES:

THIS MESSAGE CONTAINS FURTHER BACKGROUND AND CLARIFICATION TO THE INVITATION TRANSMITTED IN REF (B). ACTION ADDRESSEES SHOULD PASS TEXT CONTAINED PARAS 7-22 BELOW TO APPROPRIATE HOST COUNTRY OFFICIALS AND SEEK CONFIRMATION -- WHERE NONE HAS YET BEEN RECEIVED -- THAT THE INVITATION IS BEING ACCEPTED.

2. ACTION OFFICERS ALSO REQUESTED REVIEW REF (C) AND, AS APPROPRIATE, COMMUNICATE ORALLY THAT BACKGROUND INFORMATION TO HOST COUNTRY OFFICIALS. YOU CAN POINT OUT THAT THE GOVERNMENT OF CANADA HAS PUBLICLY ALSO ANNOUNCED ITS INTENTION TO PHASE OUT NON-ESSENTIAL USES OF CFC'S. THE CANADIAN CFC INDUSTRY HAS VOLUNTARILY AGREED TO REDUCE BY 50 PERCENT THE UTILIZATION OF FLUOROCARBONS IN AEROSOL

APPLICATIONS IN 1977.

3. IF INFORMATION CAN BE DEVELOPED IN LOW KEY MANNER, WE WOULD APPRECIATE RECEIVING EMBASSY/MISSION ASSESSMENT OF UNCLASSIFIED

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POSITION HOST GOVERNMENT/INTERNATIONAL AGENCY MIGHT ADOPT ON EACH AGENDA ITEM.

4. FOR ALL EMBASSY ACTION ADDRESSEES:

EPA AND DEPARTMENT ARE CONCERNED THAT ORIGINAL INVITATION (REF (B)) SENT TO HOST GOVERNMENTS MAY NOT BE FULLY COORDINATED WITHIN THE HOST GOVERNMENT WITH THE AGENCY PRIMARILY RESPONSIBLE FOR REGULATION OF CHLOROFLUOROCARBONS. REQUEST EMBASSY ADDRESSEES THEREFORE SUGGEST TO APPROPRIATE LOCAL OFFICIALS THAT DELEGATION TO WASHINGTON MEETING AT MINIMUM INCLUDE POLICY REPRESENTATIVE FROM THE NATIONAL AGENCY WHICH HAS THE MAJOR REGULATORY INPUT INTO FLUOROCARBON DECISION.

5. FOR OTTAWA, THE HAGUE, AND OSLO:

EMBASSY OFFICIALS REQUESTED SPECIFICALLY TO ENCOURAGE CANADIAN, DUTCH, AND NORWEGIAN PRESENTATIONS REGARDING AGENDA ITEMS II, IV, AND V, DISCUSSED BELOW. APRIL MEETING WILL GREATLY BENEFIT FROM STRONG PRESENTATIONS FROM THESE COUNTRIES OF THEIR ANALYSES OF STRATOSPHERIC OZONE ISSUE WHICH HAS LED THEM ALSO TO SUGGEST PROMPT REGULATORY ACTION, AS WELL AS THEIR ECONOMIC ANALYSIS OF

SUCH REGULATORY ACTIONS.

6. FOR BERN AND CANBERRA:

REFTEL A CONTAINED GENERAL BACKGROUND ON THE APRIL MEETING. REFTEL B, BEING REPEATED SEPARATELY TO YOU, CONTAINS TEXT OF INVITATION. PRIOR TO COMPLYING WITH INSTRUCTIONS IN THIS CABLE, PLEASE TRANSMIT SUCH INVITATION TO APPROPRIATE HOST OFFICIAL, AMENDING THE FOURTH FROM LAST PARAGRAPH BY DELETING "BEFORE MARCH 1, 1977" AND "AFTER THAT DATE," AND BY CHANGING THE SIGNATURE BLOCK TO READ:

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DOUGLES M. COSTLE, ADMINISTRATOR, ENVIRONMENTAL PROTECTION AGENCY; SHERWIN GARDNER, ACTING COMMISSIONER, FOOD AND DRUG ADMINISTRATION; S. JOHN BYINGTON, CHAIRMAN, CONSUMER PRODUCT SAFETY COMMISSION.

IF ASKED, YOU MAY INFORMALLY ADVISE HOST OFFICIALS THAT THEIR GOVERNMENT WAS ADDED TO THE ORIGINAL INVITATION LIST SINCE CLOSER CONSIDERATION OF THEIR CFC PRODUCTION/ CONSUMPTION MADE IT APPARENT THAT IT WOULD BE DESIRABLE FOR THEM TO ATTEND ALSO, IF POSSIBLE.

7. (BEGIN TEXT:) DURING THE UNEP EXPERTS MEETING ON THE OZONE LAYER, WHICH CONCLUDED IN WASHINGTON, MARCH 7, U.S. OFFICIALS HAD USEFUL CONVERSATIONS WITH A NUMBER OF REPRESENTATIVES FROM COUNTRIES INVITED TO THE APRIL 26-28 MEETING ON THE QUESTION OF REGULATION OF CHLOROFLUOROCARBON (CFC) EMISSIONS. IT WAS APPARENT THAT THE NATURE AND PURPOSES OF THE APRIL MEETING NEEDED CLARIFICATION. IT IS HOPED THAT THIS PAPER WILL AMPLIFY THE INVITATION IN A MANNER THAT WILL FACILITATE PREPARATIONS FOR THE APRIL MEETING.

8. A. GOALS OF MEETING: CHLOROFLUOROCARBON EMISSIONS TO THE ATMOSPHERE WILL PROBABLY BE A MAJOR OBJECT OF INTERNATIONAL ENVIRONMENTAL ATTENTION IN THE NEXT SEVERAL YEARS. THE MAJOR GOALS OF THE WASHINGTON MEETING RELATE TO HOW APPROACHES TO THAT ISSUE WILL BE MANAGED.

-- FIRST, IN VIEW OF THE GLOBAL NATURE OF THE OZONE DEPLETION ISSUE, IT IS IMPORTANT TO PROVIDE THE WORLD'S MAJOR CFC PRODUCERS AND USERS A FORUM FOR FRANK, INFORMAL DISCUSSION OF THE RANGE OF QUESTIONS ASSOCIATED WITH THE ISSUE. AN EFFECTIVE INTERNATIONAL DIALOGUE MUST BE STARTED AND CONTINUED ON THE DIFFICULT AND INVOLVED QUESTIONS RELATED TO THE REGULATION OF CHLOROFLUOROCARBONS. AT THE RECENT UNEP MEETING IT WAS APPARENT THAT THE MAJOR CFC PRODUCING AND USING NATIONS DO NOT ALL SHARE THE SAME

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PERCEPTION OF THE ISSUE OF OZONE DEPLETION AND ITS SIGNIFICANCE. AS THE APRIL MEETING WILL BE INFORMAL, WITH NO RECOMMENDATIONS PLANNED, THE U.S. BELIEVES IT WILL SERVE AS A MOST IMPORTANT OPPORTUNITY FOR ALL PARTICIPANTS TO DISCUSS FULLY THE SPECIFIC ISSUES, EXPAND EACH NATION'S INFORMATION BASE AND EVALUATE CAREFULLY THE QUESTIONS INVOLVED. THIS SORT OF DIALOGUE SHOULD BE OF SUBSTANTIAL BENEFIT IN NARROWING THE ISSUES AND THE UNCERTAINTIES. SUBSEQUENT INTERNATIONAL CONSIDERATION OF THE ISSUES WILL OBVIOUSLY BE NEEDED, EITHER WITHIN OR OUTSIDE THE FRAMEWORK OF AN INTERNATIONAL ORGANIZATION, WITH PARTICIPATION PRESUMABLY EXPANDING AS SHARED PERCEPTIONS EVOLVE.

-- SECONDLY, IN ADDRESSING THE ISSUE OF REGULATION OF CHLOROFLUOROCARBON EMISSIONS, THE UNITED STATES BELIEVES IT IS IMPORTANT THAT THERE BE AN EFFECTIVE, FUTURE AD HOC MECHANISM WHICH MAY WISH TO MEET FROM TIME TO TIME TO INSURE THAT INTERNATIONAL CONSIDERATION OF THE IMPORTANT QUESTIONS RELATED TO THIS PROBLEM ARE CAREFULLY COORDINATED BETWEEN THE WORLD'S MAJOR PRODUCERS AND USERS OF CHLOROFLUOROCARBONS.

-- A THIRD, AND RELATED, GOAL OF THE MEETING IS TO ESTABLISH AN INFORMATION NETWORK AMONG THE REGULATORY AUTHORITIES OF THE MAJOR CHLOROFLUOROCARBON PRODUCING AND CONSUMING COUNTRIES. SUCH A NETWORK WOULD FACILITATE RAPID EXCHANGE OF KEY INFORMATION DEVELOPED IN EACH OF THE PARTICIPATING NATIONS AFFECTING THE REGULATION OF CHLOROFLUOROCARBON EMISSIONS. AMONG THE DATA WHICH MIGHT BE EXCHANGED WOULD BE NON-PROPRIETARY INFORMATION ON SUBSTITUTE PROPELLANTS AND OTHER METHODS TO REPLACE CHLOROFLUOROCARBONS, INTERPRETATIONS OF SCIENTIFIC INFORMATION OF REGULATORY SIGNIFICANCE, ECONOMIC AND SOCIAL ANALYSES, ACADEMIC, INDUSTRIAL AND PRESS MATERIALS, AND LASTLY, INFORMATION ON LEGISLATIVE OR REGULATORY ACTIONS PLANNED OR UNDERTAKEN.

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-- A FOURTH AND IMPORTANT GOAL IS TO INVITE THE MAJOR CFC USING/PRODUCING COUNTRIES TO REVIEW CAREFULLY THE CANADIAN POSITION AND DETAILED PLAN AND THE PROPOSED U.S. REGULATIONS RESTRICTING THE USE OF FLUOROCARBONS AS AEROSOL PROPELLANTS. COMMENTS, ESPECIALLY THOSE POINTING OUT POSSIBLE LEGAL OR REGULATORY INCOMPATIBILITIES BETWEEN THE PROPOSED CANADIAN AND U.S. REGULATORY APPROACHES AND POSSIBLE FUTURE REGULATORY EFFORTS WHICH MIGHT BE UNDERTAKEN IN OTHER COUNTRIES, WOULD BE OF SIGNIFICANCE TO CANADIAN AND UNITED STATES AUTHORITIES. SUCH A PRIORI INFORMATION WOULD ENABLE CANADIAN AND U.S. AUTHORITIES TO FOCUS ON INTERNATIONAL HARMONIZATION ISSUES

WHEN PREPARING THEIR FINAL REGULATIONS.

9. B. INFORMATION ON THE AGENDA.

ADDITIONAL INFORMATION RELATING TO THE PROPOSED AGENDA, WHICH WAS INCLUDED WITH THE UNITED STATES INVITATION OF LATE JANUARY, FOLLOWS:

10. AGENDA ITEM I -- OPENING OF THE MEETING.

DOUGLAS M. COSTLE, ADMINISTRATOR OF THE U.S. ENVIRONMENTAL PROTECTION AGENCY WILL CHAIR THE MEETING. THE U.S. CONSUMER PRODUCTS SAFETY COMMISSION WILL BE REPRESENTED, PROBABLY BY A COMMISSIONER. THE U.S. FOOD AND DRUG ADMINISTRATION WILL BE REPRESENTED BY A HIGH LEVEL OFFICIAL. THE DEPARTMENT OF STATE AND THE DEPARTMENT OF COMMERCE WILL ALSO BE REPRESENTED ON THE UNITED STATES DELEGATION.

11. AGENDA ITEM II -- ADOPTION OF AGENDA.

U.S. WOULD WELCOME ANY COMMENTS PRIOR TO THE MEETING ON THE AGENDA AND ANY INFORMATION ON WHICH AGENDA ITEMS UNCLASSIFIED

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PARTICIPANTS WISH TO MAKE PRESENTATIONS TO MEETING. OPEN DISCUSSION WILL BE ENCOURAGED ON EACH AGENDA ITEM. PARTICIPANTS ARE FREE TO SUBMIT WRITTEN PAPERS IF DESIRED, BUT THIS IS NOT NECESSARY -- PARTICULARLY IN VIEW OF THE HOPE THAT THE MEETING CAN BE KEPT INFORMAL

12. AGENDA ITEM III -- NATURE OF THE STRATOSPHERIC OZONE DEPLETION PROBLEM.

THE UNITED STATES WILL MAKE A CONCISE FACTUAL PRESENTATION BASED ON EXISTING SCIENTIFIC KNOWLEDGE ON BOTH THE STRATOSPHERIC PHENOMENON AND THE EFFECT ON MAN AND THE BIOSPHERE FROM INCREASED ULTRAVIOLET RADIATION. PRESENTATIONS ON AND/OR DISCUSSION OF THE SCIENTIFIC FACTS OR CONCLUSIONS BY PARTICIPANTS WILL BE ENCOURAGED. THE DISCUSSIONS WILL BE INFORMAL. NO DETAILED CONCLUSIONS ARE EXPECTED TO RESULT. RATHER IT IS HOPED THAT A CLEARER UNDERSTANDING OF THE AREAS ON WHICH THERE IS INTERNATIONAL CONSENSUS AND THOSE AREAS ON WHICH THERE IS NOT AGREEMENT WILL EMERGE. MOST IMPORTANT, DISCUSSION WILL PROVIDE AN OPPORTUNITY TO UNDERSTAND THE BASIS FOR NATIONAL DIFFERENCES OF PERCEPTION OF THE PROBLEM. THIS PART OF THE PROGRAM IS EXPECTED TO TAKE AT LEAST A HALF DAY.

13. AGENDA ITEM IV -- SOCIAL AND ECONOMIC IMPACTS OF POSSIBLE REGULATION.

THE ENVIRONMENTAL PROTECTION AGENCY AND THE DEPARTMENT OF COMMERCE WILL PRESENT ANALYSES DONE ON THE ECONOMIC AND SOCIAL EFFECTS OF REGULATING FLUOROCARBONS IN THE UNITED STATES AND DISCUSS THE METHODOLOGIES USED. THIS ANALYSIS OF THE U.S. INDUSTRY INDICATES A TREND TO SUBSTITUTE LOWER COST HYDROCARBON PROPELLANTS TO WHICH A FLAME RETARDANT HAS BEEN ADDED AS THE PRINCIPAL REPLACEMENT FOR CHLOROFLUOROCARBON AEROSOL PROPELLANTS F-11, F-12, F-114, AND F-115. UNITED STATES PRESENTATION WILL EMPHASIZE THE UNCLASSIFIED

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SUBSTITUTION POSSIBILITIES. PRESENTATION OF SOCIAL AND ECONOMIC ANALYSIS BY THOSE COUNTRIES WHICH HAVE MADE SUCH STUDIES IS REQUESTED. BOTH THE RESULTS OF THE STUDIES AND THE METHODOLOGIES USED WOULD BE IMPORTANT INFORMATION FOR THE MEETING. DISCUSSION FROM ALL PARTICIPANTS IS HOPED FOR ON ANY POINTS OF INTEREST. IT IS EXPECTED THIS AGENDA ITEM WILL TAKE ABOUT ONE HALF DAY, BUT IT MAY EXTEND PAST THAT.

14. AGENDA ITEM V -- STATUS OF NATIONAL PLANS TO CONTROL NON-ESSENTIAL USES OF FLUOROCARBONS.

IT IS HOPED THAT THOSE COUNTRIES WHICH ARE PLANNING ACTIONS TO CONTROL CFC EMISSIONS -- VOLUNTARY OR REGULATORY -- WILL PRESENT IN APPROPRIATE DETAIL THEIR PLANS. IT WOULD BE MOST USEFUL TO DISCUSS THESE REGULATORY APPROACHES AND THE ADVANTAGES AND PROBLEMS ASSOCIATED WITH THEM. THIS DISCUSSION SHOULD INCLUDE CONSIDERATION OF POSSIBILITIES, IMPACTS, AND CONSEQUENCES OF PERHAPS ENCOURAGING NATIONAL CFC MANUFACTURERS VOLUNTARILY NOT TO INCREASE THE PRODUCTION OF CFC'S IN THE NEAR FUTURE.

15. REPRESENTATIVES FROM THE CANADIAN DEPARTMENT OF THE ENVIRONMENT AND THE THREE INVOLVED U.S. REGULATORY AGENCIES WILL MAKE PRESENTATIONS REGARDING THEIR PROPOSED REGULATIONS TO PHASE OUT AEROSOL APPLICATIONS OF CERTAIN FLUOROCARBONS. CANADIAN AND U.S. REPRESENTATIVES WELCOME DISCUSSION DURING THE MEETING REGARDING THEIR PROPOSED REGULATIONS AND INVITE FURTHER DETAILED WRITTEN COMMENTS FROM ATTENDING NATIONS LATER REGARDING ANY LEGAL OR REGULATORY INCOMPATIBILITIES BETWEEN THE CANADIAN AND U.S. PROPOSED REGULATIONS AND POSSIBLE FUTURE REGULATORY EFFORTS IN OTHER COUNTRIES. (THE UNITED STATES IS PLANNING TO PUBLISH FOR PUBLIC COMMENT ITS REGULATIONS ON AEROSOL APPLICATIONS OF CHLOROFLUOROCARBONS IN LATE APRIL AND WILL TRANSMIT TO THE PARTICIPANTS IN UNCLASSIFIED

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THE NEAR FUTURE INFORMATION ABOUT THESE REGULATIONS.)

16. COUNTRIES WHICH HAVE REGULATORY AUTHORITY BUT ARE NOT PLANNING TO USE IT AT PRESENT ARE ASKED TO EXPLAIN SUCH AUTHORITY AND THE TIMING INVOLVED IN ITS POSSIBLE USE. THIS PART OF THE MEETING MAY NOT TAKE A FULL HALF DAY.

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17. AGENDA ITEM VI -- FUTURE ACTION.

WHAT TRANSPIRES UNDER THIS ITEM IS DEPENDENT TO A LARGE DEGREE ON THE RESULTS OF THE DISCUSSIONS WHICH WILL PRECEDE IT. THE UNITED STATES IS WELL AWARE THAT THE REGULATION OF CHLOROFLUOROCARBONS AND THE PROTECTION OF GLOBAL OZONE ARE LONG-TERM ISSUES. CONSEQUENTLY, WE THINK THAT THE MOST IMPORTANT RESULT WHICH CAN COME OUT OF THE WASHINGTON MEETING WILL INVOLVE THE ADOPTION BY THE WORLD'S MAJOR FLUOROCARBON PRODUCERS AND USERS OF MANAGEMENT PROCEDURES WHICH WILL LEAD OVER TIME TO EFFECTIVE AND TIMELY EXCHANGE OF INFORMATION, DISCUSSION, AND, EVENTUALLY, CONCERTED NATIONAL REGULATORY ACTIONS.

18. MORE SPECIFICALLY, WE WOULD HOPE THAT A CONSENSUS MIGHT EVOLVE TO:

A. AS DISCUSSED UNDER THE FIRST "GOAL" EARLY IN THIS PAPER, AGREE AT LEAST IN GENERAL TERMS ON A FORMAT FOR CONDUCTING FUTURE EXCHANGES OF VIEWS TO FURTHER EXAMINE THE REGULATORY SITUATION IN THE FRAMEWORK OF THE MOST CURRENT SCIENTIFIC INFORMATION AT THAT TIME.

B. AGREE TO ESTABLISH AN INFORMATION NETWORK SUCH AS OUTLINED IN THIS PAPER UNDER "GOALS."

C. DISCUSS IN A PRELIMINARY FASHION THE QUESTION OF HOW UNCLASSIFIED

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CONCERNED COUNTRIES CAN IN THE FUTURE APPROACH THE GENERAL ISSUE OF PROTECTION OF THE STRATOSPHERE FROM ALL MAN-MADE SOURCES OF POLLUTION.

19. PRESS CONFERENCE.

AS PREVIOUSLY INDICATED, SUBJECT TO THE APPROVAL OF PARTICIPANTS, A PRESENTATION TO THE PRESS WILL BE MADE AT THE CLOSE OF THE MEETING ON THE MAJOR POINTS DISCUSSED IN THE MEETING.

20. LEVEL OF ATTENDEES.

UNITED STATES WISHES TO ENCOURAGE MOST STRONGLY THE PARTICIPATING NATIONS TO INCLUDE IN THEIR DELEGATIONS A

POLICY LEVEL REPRESENTATIVE FROM THE PRINCIPAL REGULATORY AGENCY DEALING WITH THE CFC ISSUE.

21. IN VIEW OF THE PREFERENCE OF SOME GOVERNMENTS THAT THIS FIRST MEETING BE CONFINED TO GOVERNMENTAL REPRESENTATIVES TO ENCOURAGE FRANK DISCUSSIONS, THE U.S. ORGANIZERS REQUEST THAT PARTICIPANTS RESTRICT THEIR DELEGATIONS TO GOVERNMENT OFFICIALS. (AS NOTED PREVIOUSLY, THE U.S. DELEGATION WILL CONSIST ONLY OF REPRESENTATIVES OF U.S. GOVERNMENT AGENCIES.) THE UNITED STATES RESPONSE TO INDUSTRY AND PUBLIC INQUIRIES HAS BEEN THAT THE MEETING IS CLOSED TO ALL BUT OFFICIAL PARTICIPANTS AND DELEGATES WILL BE GOVERNMENT REGULATORY OFFICIALS. WE HAVE, AT THE SAME TIME, REFERRED TO THE PLAN THAT THERE WILL BE A PRESS/PUBLIC BRIEFING AFTER THE MEETING.

22. ADDITIONAL INVITEES.

UNITED STATES IS ISSUING INVITATIONS TO THE GOVERNMENTS OF SWITZERLAND AND AUSTRALIA TO ATTEND THE APRIL MEETING  
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AS BOTH COUNTRIES ARE SUBSTANTIAL PRODUCERS OF FLUOROCARBONS. (END TEXT).  
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## Message Attributes

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**Channel Indicators:** n/a  
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